Securing America's Borders at Ports of Entry

Office of Field Operations
Strategic Plan FY 2007–2011

U.S. Customs and Border Protection

Message from the Commissioner

The Department of Homeland Security was established on March 1, 2003, including the creation of U.S. Customs and Border Protection (CBP). This new agency brought together legacy organizations with the primary responsibility of protecting our nation at its borders, including the ports of entry (POEs) and the border areas between the ports. For the first time in U.S. history, a single agency is now responsible for securing our borders.

This document defines CBP's national strategy for securing America's borders specifically at ports of entry. It complements our national strategy for gaining operational control of the borders between the POEs recognizing the interrelated dynamic between the two. Increasing security between the POEs will cause a potential increase in attempted illegal crossings at the ports, and vice versa. Hence, the two strategies must be jointly implemented to achieve comprehensive border security.

The 325 POEs serve a vital function in the security and prosperity of our nation. Every year, CBP processes nearly half a billion people, 130 million trucks and cars, and 20 million cargo containers at ports of entry. We screen for potential threats to the United States, determine eligibility to enter, and collect any necessary taxes, duties, and fees. While our nation's economy depends on the fast movement of people and goods through the POEs, our nation's security demands that not one of the people or cargo elements admitted pose a threat.

As those attempting to cross or ship goods across the border illegally become more savvy, we must continually improve our ability to predict, prevent, and manage risks and respond to threats with force and flexibility. In the post 9/11 world, CBP is focused on its primary mission of preventing terrorists and terrorist weapons from entering the United States. CBP is also responsible for preventing the transportation of other threats across the border - drugs, illegal immigrants, traffickers, prohibited agricultural products and counterfeit goods, money, and intellectual goods.

The *Securing America's Borders at Ports of Entry* Strategic Plan presents a bold five-year vision for secure POEs where: potential threats are deterred; threats and inadmissible people, goods, and conveyances are intercepted; legitimate trade and travel are facilitated; and operations and outcomes are consistent across locations and modes of transportation. We will realize this vision through achieving five goals:

- **Advance Knowledge** – increasing and improving the information and analysis CBP has about people, goods, and conveyances, before they arrive at the ports of entry.
- **Effective Inspections** – screening all people, goods, and conveyances and examining them according to their assessed risk level.
- **Focused Security** – building enhanced situational awareness and flexible response capabilities into all aspects of POE operations.
- **Secure Environment** – developing partnerships, facilities, and processes that strengthen physical security at the ports of entry.
- **Successful Implementation** – building the best partnerships, workforce, and technology to help achieve CBP's mission.

Key to implementing these goals is coordination within CBP. Partnerships among Field Operations, Border Patrol, Air and Marine, and Office of Anti-Terrorism are essential to maintaining security across the nation's borders. Highlighting these partnerships is the Secure Border Initiative (SBI), which includes the land POEs and the areas between the ports. SBI is a priority program for CBP that will give the agency operational control of the U.S. land border.

To implement this plan, CBP will continue to nurture our relationships with POE partners, such as other federal, state, local, and tribal entities and our other stakeholders, creating a unified, effective approach to challenges. The agency will continue its ongoing evaluation of the best technology to help frontline officers make accurate and timely decisions. Also, CBP will expand current efforts to upgrade and maintain state-of-the-art infrastructure and facilities. Most importantly, CBP will maintain the best people, with the strongest tools and training to keep our nation safe.

Ongoing and enhanced security at the POEs will keep threats out of the U.S., while advancing the interests of international travel and trade industries. CBP's homeland security mission is clear, and America will only accept success.

Commissioner W. Ralph Basham

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Executive Summary

U.S. Customs and Border Protection (CBP) is America's frontline, protecting the nation from threats to our safety and economy, and preventing terrorists and terrorist weapons from entering the United States. At ports of entry (POEs), CBP's Office of Field Operations (OFO) secures the flow of people and goods into and out of the country, while facilitating legitimate travel and trade. The Border Patrol maintains border security between the ports of entry. Together, OFO and the Border Patrol control the border to stop potentially harmful people and goods before they enter the country, and thus create the last line of defense against foreign threats.

On a typical day, more than 1.1 million passengers and pedestrians, including over 630,000 aliens, over 235,000 air passengers, over 333,000 privately owned vehicles, and over 79,000 shipments of goods are processed at the nation's borders. Each presents a potential risk to national security. To protect America from harm, CBP must detect and remove the people and goods that pose a threat from the legitimate annual flow of over 400 million people, 20 million cargo containers, and 130 million conveyances. Given this enormous volume, establishing the identity and intent of every person or good prior to arrival at the border is vital to CBP's success. CBP must set and conduct the right level of inspection, based on well-developed risk assessment methods, while recognizing the vast majority of people and goods are legitimate. These inspections must uncover violations, and accurate determinations must be made from the results.

Building from the Department of Homeland Security (DHS) strategic plan "Securing the Homeland" and the CBP strategic plan "Protecting America," this plan applies the key themes to the POEs, as

2   *Photo: CBP Honor Guard stand at attention.*

well as complements the Border Patrol national strategy, and defines the shared operational vision for CBP POEs for the next five years.

The operational vision for the future of CBP POEs is:

"Secure ports of entry where:

» Potential violators are deterred;

» Threats and inadmissible people, goods, and conveyances are intercepted;

» Legitimate trade and travel are facilitated; and

» Operations and outcomes are consistent."

Presented in Figure 1, the mission statement for security at POEs defines the scope of responsibilities to stakeholders. The goals reflect the high-level results needed to meet the mission, and the objectives establish the specific, measurable targets. Strategies and actions linked to objectives serve as the mechanisms for achieving the goals and objectives. (For the detailed strategies and actions, please see Strategic Goals.) These strategies and actions will build a fundamental set of core capabilities that each POE must possess. These operational capabilities represent the professional skills, assets, alliances, and procedures that each port must combine, put into operation, and succeed at daily to keep our nation safe.

CBP Mission

"We are the guardians of our nation's borders. We are America's frontline. We safeguard the American homeland at and beyond our borders. We protect the America public against terrorists and the instruments of terror. We steadfastly enforce the laws of the United States while fostering our nation's economic security through lawful international trade and travel. We serve the American public with vigilance, integrity and professionalism."

Strategy for Securing America's Borders at Ports of Entry

Operational Vision
Secure ports of entry where potential violators are deterred; threats and inadmissible people, goods, and conveyances are intercepted; legitimate trade and travel are facilitated; and operations and outcomes are consistent.

Supporting Mission for Ports of Entry
Ports of entry are America's gateways. At POEs, CBP prevents entry of people and goods that are prohibited or threaten our citizens, infrastructure, resources and food supply, while efficiently facilitating legitimate trade and travel.
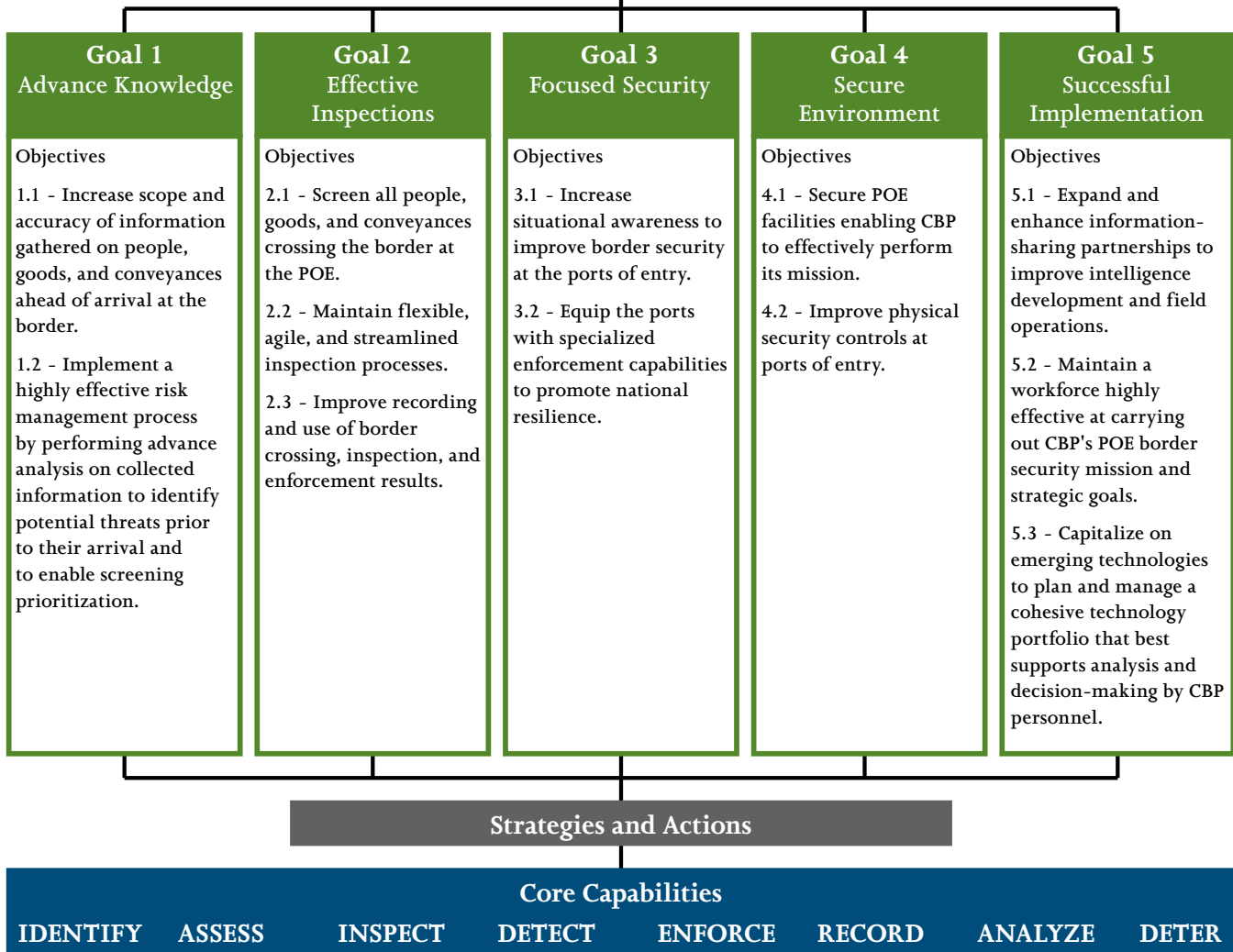
Goal 1 Advance Knowledge	Goal 2 Effective Inspections	Goal 3 Focused Security	Goal 4 Secure Environment	Goal 5 Successful Implementation
Objectives	**Objectives**	**Objectives**	**Objectives**	**Objectives**
1.1 - Increase scope and accuracy of information gathered on people, goods, and conveyances ahead of arrival at the border.	2.1 - Screen all people, goods, and conveyances crossing the border at the POE.	3.1 - Increase situational awareness to improve border security at the ports of entry.	4.1 - Secure POE facilities enabling CBP to effectively perform its mission.	5.1 - Expand and enhance information-sharing partnerships to improve intelligence development and field operations.
1.2 - Implement a highly effective risk management process by performing advance analysis on collected information to identify potential threats prior to their arrival and to enable screening prioritization.	2.2 - Maintain flexible, agile, and streamlined inspection processes. 2.3 - Improve recording and use of border crossing, inspection, and enforcement results.	3.2 - Equip the ports with specialized enforcement capabilities to promote national resilience.	4.2 - Improve physical security controls at ports of entry.	5.2 - Maintain a workforce highly effective at carrying out CBP's POE border security mission and strategic goals. 5.3 - Capitalize on emerging technologies to plan and manage a cohesive technology portfolio that best supports analysis and decision-making by CBP personnel.

Strategies and Actions

Core Capabilities

IDENTIFY   ASSESS   INSPECT   DETECT   ENFORCE   RECORD   ANALYZE   DETER

Figure 1 – Strategic Framework for Securing America's Borders at Ports of Entry

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Introduction

This plan for securing our borders focuses on U.S. Customs and Border Protection (CBP) operations at ports of entry. The boundaries of every port of entry are defined uniquely by governing laws and regulations, but for the purposes of this document, POEs are the designated crossing points along the international border. The plan addresses all modes – air, land, and sea – and all aspects of the flow of people, goods, and their conveyances through the ports of entry. It covers all phases from information gathered and inspections performed before arrival through release and/or all enforcement actions.

To develop this document, the strategic planning team used a structured approach, further detailed in Appendix A, to gather information, conduct analysis, and develop a framework that outlines the strategy for border security at the ports of entry.

The *Securing America's Borders at Ports of Entry* strategic plan links directly to core elements of both DHS' and CBP's strategic plans. DHS' *Securing Our Homeland* plan includes four strategic goals: Protecting the American People, Society and Economy; Promote National Resilience; Collect, Create, Analyze and Share Reliable Information and Intelligence With Stakeholders; and Structure a Unified Department. CBP's *Protecting America* plan includes six strategic goals: Preventing Terrorism at Ports of Entry; Preventing Terrorism Between Ports of Entry; Unifying as One Border Agency; Facilitating Legitimate Trade and Travel; Protecting America and Its Citizens; and Modernizing and Managing.

Photo: CBP Officers inspect a passenger train from Canada entering the United States.   **5**

The POEs fall under all four of the DHS strategic goals. Within the CBP strategic plan, the security of POEs links to the following goals:

Goal 1: Preventing Terrorism at Ports of Entry

Goal 3: Unifying as One Border Agency

Goal 4: Facilitating Legitimate Trade and Travel

Goal 5: Protecting America and Its Citizens

A more detailed crosswalk in Appendix B maps the goals and objectives of this plan to the goals and objectives of the CBP strategic plan.

Specific to securing America's borders at POEs, this strategic plan complements the Border Patrol national strategy for gaining operational control of the borders between the ports of entry. The two strategic plans are dynamically interrelated. Increasing security between the POEs will cause a potential increase in the number of illegal people and goods attempting to cross the border at the ports, and vice versa. Hence, the two strategies must be integrated and jointly implemented for the U.S. to achieve comprehensive border security.

Background

The challenge of our borders is relatively simple on paper. We must allow legal travelers and legal cargo in, and we must keep illegal and potentially dangerous people and cargo out. That simple equation is complicated by the sheer magnitude of the mission.

Michael Chertoff
Secretary, Department of Homeland Security

America's people, businesses, and government depend on security at the border for the continued freedom of a democratic society and the growth of our free market economy. Security at POEs must comprehensively remove threats to our nation from the legitimate flow of lawful travelers and goods. This ability protects America's liberty, prosperity, and way of life.

The U.S. relies on international commerce, tourism, and immigration. In 2004, U.S. imports of goods and services amounted to $1.5 trillion, and exports totaled $800 billion[1]. The volume of incoming goods crossing the U.S. border annually demonstrates our nation's dependence on the international marketplace. From all countries and through all ports, CBP is responsible for processing these goods at U.S. ports of entry. In Fiscal Year (FY) 2005, CBP processed 29 million trade entries and collected duty payments totaling approximately $28 billion. International trade is vital to sustain American economic stability and vitality.
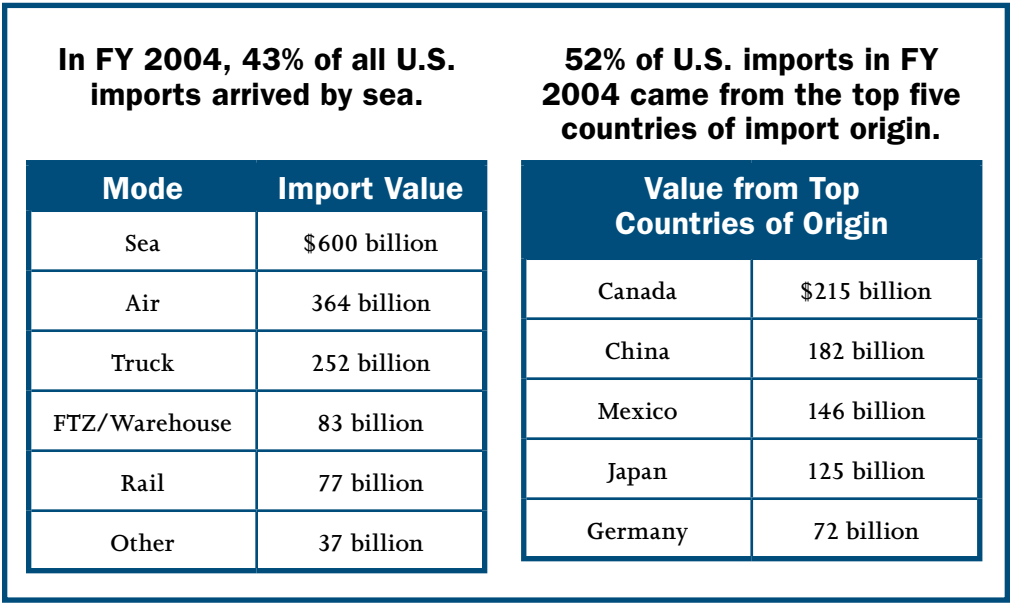
<table>
<tr><td colspan="2">In FY 2004, 43% of all U.S. imports arrived by sea.</td><td colspan="2">52% of U.S. imports in FY 2004 came from the top five countries of import origin.</td></tr>
<tr><th>Mode</th><th>Import Value</th><th colspan="2">Value from Top Countries of Origin</th></tr>
<tr><td>Sea</td><td>$600 billion</td><td>Canada</td><td>$215 billion</td></tr>
<tr><td>Air</td><td>364 billion</td><td>China</td><td>182 billion</td></tr>
<tr><td>Truck</td><td>252 billion</td><td>Mexico</td><td>146 billion</td></tr>
<tr><td>FTZ/Warehouse</td><td>83 billion</td><td>Japan</td><td>125 billion</td></tr>
<tr><td>Rail</td><td>77 billion</td><td>Germany</td><td>72 billion</td></tr>
<tr><td>Other</td><td>37 billion</td><td></td><td></td></tr>
</table>

Figure 2 – U.S. Imports by Mode and Country of Origin

Additionally, the U.S. draws visitors from around the world, both for travel and immigration. Our nation welcomes international travelers to experience American culture, education, business, and natural landscape. In 2004, the U.S. travel and tourism industry generated approximately $600 billion in revenue, employed more than 7.3 million people, and produced a payroll of $163 billion[2]. More than 400 million visits were made to the United States by people from other countries.

1 Foreign Trade Division, U.S. Census Bureau
2 Travel Business Roundtable

In FY2005, more than seven million non-immigrant visa applications were received and over five million visas were issued[3]. The need for both skilled and unskilled workers brings a significant volume of workers across our borders. U.S. academic institutions host scholars and students from around the world, and the international organizations working within the United States draw visiting diplomats and government officials.

At POEs, CBP plays the critical role of separating threats from the legitimate flow of travelers and goods. On a typical day, more than 1.1 million passengers and pedestrians, including over 630,000 non-citizens, over 235,000 air passengers, over 333,000 privately owned vehicles, and over 79,000 shipments of goods are processed at the nation's borders. CBP personnel must find and remove risks and threats while accurately and efficiently processing the legitimate travelers, goods, and conveyances that cross our borders to engage in the American economy and society.

Travel Industry Volume and Trends

While international travel to the United States decreased significantly following the terrorist attacks of 9/11, Figure 3 shows annual air passenger volume surpassed pre-9/11 figures in FY2005. International arrival patterns at U.S. airports directly affect CBP's workload. International airlines align the arrival times of international flights with travelers' needs, most notably with onward connections. As a result, international arrival activity is concentrated in specific peak periods of the day, swelling the number of international air passengers that CBP must efficiently process in a short time.
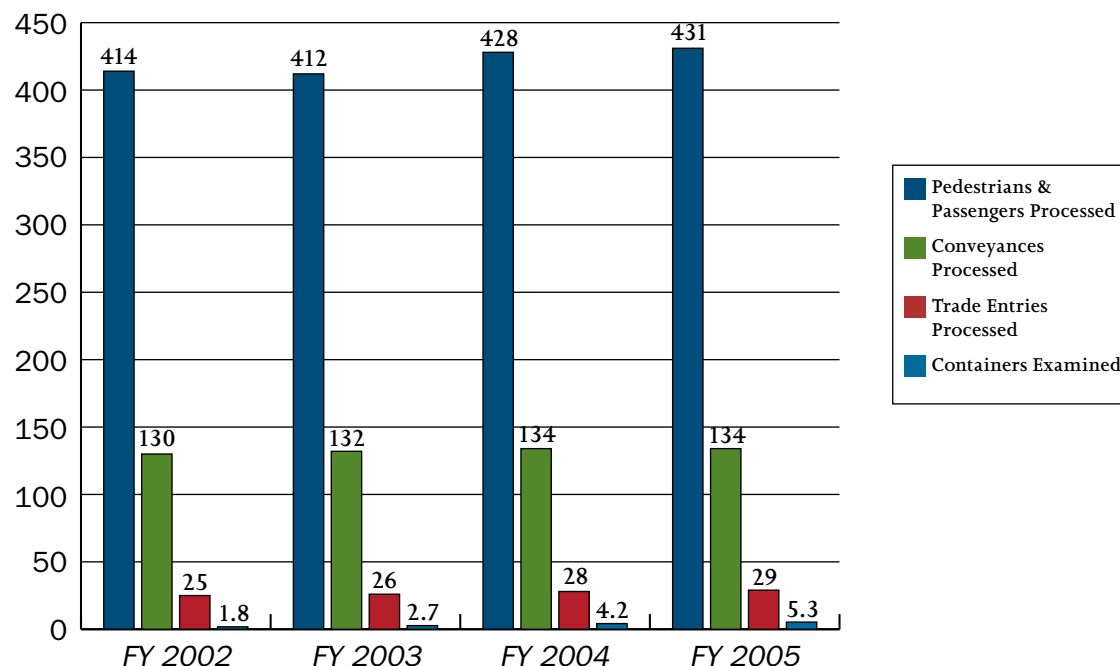

Legend:
- Pedestrians & Passengers Processed
- Conveyances Processed
- Trade Entries Processed
- Containers Examined

	FY 2002	FY 2003	FY 2004	FY 2005
Pedestrians & Passengers Processed	414	412	428	431
Conveyances Processed	130	132	134	134
Trade Entries Processed	25	26	28	29
Containers Examined	1.8	2.7	4.2	5.3

Figure 3 – Passenger Volume FY02-FY05

Land border ports still process the overwhelming majority of people, representing 74% of all border crossings. The increase in commercial shipping and pleasure cruise lines has contributed to an increase in the number of sea passengers and crews CBP processes at U.S. seaports. These trends indicate a strong and growing international air and sea travel industry that CBP must work with to secure our borders.

3 FY2005 Non-immigrant Visa Workload, Report of the Visa Office

CBP Port Operations

CBP is responsible for enforcing antiterrorism regulations, trade laws, immigration policy, and agricultural laws and regulations at 325 POEs, which include airports, seaports, and designated land border crossings. In these environments, more than 20,000 CBP professionals process people, goods, and conveyances entering and leaving the United States. The scope of operations at POEs varies, as does the physical size of ports.

Processing requirements for passengers also vary across the air, land, and sea environments. International passengers are subject to immigration processing, including visa and passport checks, customs declaration, and agricultural inspection. Cargo processing varies across environments, depending on a multitude of factors, including assessed risk level and available technology and resources. Non-Intrusive Inspection (NII) technology is deployed to select air, land, and sea environments to detect harmful and/or illegal materials in cargo loads. In POEs with available resources, international mail and parcels are screened by radiation technology.

In addition to processing people and goods entering the country, CBP is also concerned with illegal outbound movements of drugs, currency, and proprietary information. A select number of POEs have resources dedicated to the analysis of outgoing people and goods. In the coming years, outbound operations will need heightened focus.

CBP Operations at Airports

CBP processes passengers and cargo at U.S. airports with international flights, clearing over 80 million air passengers and crew in FY2005. In addition, CBP has preclearance operations at fourteen international airports in Aruba, Bahamas, Bermuda, Canada, and Ireland. Passenger process-

Photo: CBP Officer interviews a passenger upon arrival to the United States.

Photo by James Tourtellotte

ing from commercial flights in airports is the most consistently comprehensive process across all POE environments.

Advance passenger information is submitted electronically to CBP by airline carriers immediately upon departure from a foreign airport, allowing time to cross-check all passengers and crew against law enforcement databases. International air passengers are uniformly subject to immigration processing, including visa, passport, and biometric checks, and customs and agricultural inspections. Due to the availability of advance information in the air environment, officers frequently have to sort through many pages of records on a single passenger in real time, while determining their admissibility. This burden is most prevalent in the air environment, but also occurs in the sea and land ports. In contrast, passengers arriving on smaller, general aviation flights are not held to the same advance information requirements and are currently subject to a self-reporting system.

The examination level of international cargo within the air environment depends on the risk assigned and availability of facilities and resources. CBP operations take place within an airport's international facilities and in bonded warehouses storing cargo. Cargo is screened using NII technology and includes physical inspection, when necessary. In airport passenger and cargo operations, personnel from the airlines, airports, vendors, and other organizations have access to secure areas where CBP operates. While this private sector workforce has passed background screening for suitability, at times, people with access have criminally manipulated the system. The current access control and security systems in some air, land, and sea POEs need to be more effective to address these vulnerabilities.

Photo: A CBP Officer uses new technologies to process passengers.

CBP Operations at Land Border Crossings

In FY2005, over 319 million passengers and pedestrians, and more than 133 million conveyances were processed at POEs located along 7,500 miles of land border. At land border crossings, drivers, passengers, and pedestrians are processed using varying forms and levels of identification, ranging from a verbal declaration of citizenship by a U.S. Citizen to a passport containing a visa. When arriving by bus or rail, each passenger must provide documentation and is subject to further inspection. Trusted traveler programs along the Northern and Southern borders expedite the entry and exit process for pre-screened participants and help provide advance passenger information.

Cargo processing uses advance manifest information received between thirty minutes to one hour prior to arrival. Passenger and commercial cargo vehicles are screened using NII technology such as Radiation Portal Monitors (RPMs) and Personal Radiation Detectors (PRDs). While vehicle license plates are queried against databases, not all passengers are individually identified and screened due to the lack of advance information and the high volume of passengers.

With the vast land border the U.S. shares with Canada and Mexico, the land ports vary widely in the scope and volume of operations. While certain Southern border ports operate many lanes around the clock, some Northern border ports see only a few cars a day, often with the same daily travelers, and close at night. Additionally, the threats entering the U.S. through the Northern and Southern borders are different. Another challenge land border ports face is the ability for potential smugglers and law violators to observe their operations, attempting to discover exploitable vulnerabilities within predictable routines. To counter this threat, CBP Officers change their operations and attempt to create some unpredictability in the land environment.

Photo: Millions of passengers, pedestrians, and conveyances are processed at land POEs each year.   11

Photo by James Tourtellotte

CBP Operations at Seaports

CBP operations at seaports are largely comprised of, but not limited to, cargo processing. In FY2005, over 26 million passengers and crew and 11 million cargo containers were processed at U.S. seaports. Passengers on cruise ships and the crews of both cargo and cruise ships must go through immigration processing and customs and agricultural inspection. CBP determines whether cargo containers destined for U.S. seaports are a threat to national security using NII technology, including large truck and conveyance imaging systems, RPMs, and PRDs. Using advance manifest information, CBP screens the data for all cargo containers arriving in the United States each year and closely scrutinizes and examines all shipments identified as high-risk. Operations are performed throughout the seaport in all areas of international activity as well as at off-site inspection areas.

Comprehensively examining all shipments is often difficult in the seaport environment. The volume of incoming cargo involves various entities; employees of cruise ships, shipping companies, terminal operators, and other organizations have access to secure areas where CBP examines international passengers and cargo. Exploiting this access can result in the removal of people or goods from the inspection process. In addition, seaports are responsible for processing pleasure vessels, which currently use a self-reporting system that leaves the U.S. coastline vulnerable.

CBP has extended its capabilities through force multiplying activities with the Customs-Trade Partnership Against Terrorism (C-TPAT). This voluntary program requires participants to enhance their supply chain security, personnel practices, and information security to deter internal conspiracies or spoofing that allow false shipments to avoid scrutiny. Through the Container Security Initiative (CSI), CBP partners with foreign Customs administrations in more than forty ports that

Photo: CBP uses a mobile truck X-ray to check a seaport container for contraband.

send containerized cargo to the U.S. to perform screening and physical inspections with large scale NII equipment at the foreign port. CBP intends to continue to expand overseas screening activities.

Photo: A CBP Officer watches a monitor as he operates a mobile truck X-ray over a seaport container.

Threats, Vulnerabilities, and Risk Management

On September the 11th, 2001, America felt its vulnerability — even to threats that gather on the other side of the earth. We resolved then, and we are resolved today, to confront every threat, from any source, that could bring sudden terror and suffering to America.

President George W. Bush

Over the next five years, CBP faces significant and constantly changing challenges in protecting the United States at ports of entry. Like the rail centers, subways, financial districts, hotels, and tourist sites previously attacked by terrorists around the world, POEs could make effective targets for terrorist attacks. Ports of entry into our nation are dramatic symbols of the U.S. Government, and attacks against them could have significant social and economic impacts. U.S. intelligence indicates that terrorist and criminal groups will employ more non-traditional individuals, adapt their travel patterns and techniques, exploit criminal smuggling networks in Canada and Mexico, and use increasingly sophisticated fraudulent documents to attempt entry into our country. In addition, the use of chemical, biological, and nuclear weapons will continue to affect the threats that CBP must intercept at ports of entry. As long as our nation remains the target of terrorist, extremist, and transnational criminal organizations, these groups will try to exploit all modes of transportation to enter the United States.

Al-Qaeda and other extremist groups continue to pose a security threat to the United States and remain committed to carrying out additional attacks on our nation. There have been multiple efforts to target the United States since 9/11, including Richard Reid's attempted shoe bomb attack against a commercial airliner. Recent international counter-terrorism successes, including arrests in London, France, Italy, and Spain, have disrupted or followed terrorist attacks. While these arrests have made it more difficult for these groups to operate, they remain resolute in their objectives. As the 9/11 Commission's review of terrorist travel indicated, al-Qaeda operatives used both legitimate and fraudulent means to obtain the documents to enter the United States. In addition, an increased area of concern for CBP will be identifying outbound movements of people, monetary instruments, and materials destined to support terrorist activities world-wide.

The changing face of terrorists employed by al-Qaeda and other groups will pose an increasingly significant threat for CBP. Demonstrated through recent arrests in the United States and Europe, as well as recent suicide bombings in Iraq, Jordan, and Chechnya, terrorists have focused on recruiting and using 'nontraditional' operatives. These groups will increasingly utilize individuals with legitimate travel documents and no record of terrorist or criminal connections, including young European citizens (both of Middle Eastern and non-Middle Eastern descent) and U.S. citizens, of any age or gender.

For terrorists, travel documents are as important as weapons.

The 9/11 Commission Report, p. 384

The United States' neighbors also afford opportunities to terrorist and transnational criminal groups. Despite ongoing bilateral and multilateral initiatives, cultural, legal, and political differences will continue to allow Canada and Mexico to be used as a potential haven or gateway for terrorist and criminal activity directed at the United States. The Islamic extremist presence in Canada, with at least fifty known operating terrorist organizations, will continue to exploit a growing and otherwise peaceful Islamic infrastructure to plan, and possibly launch, operations against the United

States. Long-established, criminal smuggling networks, particularly in Mexico, may become increasingly attractive for exploitation by terrorist groups attempting to cross U.S. land borders. The dramatic volume of truck, rail, air, and vessel traffic entering the United States daily from Canada and Mexico will continue to give terrorist and transnational criminal groups the potential opportunity to move people and materials into the United States.

Transportation of explosives, improvised explosive devices (IEDs) and other harmful weapons, including man-portable air defense systems (MANPADS), into our nation is also a significant threat. Intelligence indicates Al Qaeda will continue to study, experiment with, and seek chemical, biological, and radiological agents. Such weapons, due to the variety of sizes and packaging requirements, may be compact enough to transport by an air passenger and mail consignment. The threat of a concealed weapon in a U.S.-bound cargo shipment is significant, as 90 percent of the world's cargo moves by container.

While the possibility of using a commercial airliner for a terrorist attack may be less probable due to increased security measures, terrorist organizations will continue to pursue this avenue as well as others they perceive as vulnerable. Terrorists may attempt to use general aviation, charter aircraft, or small pleasure vessels for potential future assaults on the United States. Less-stringent requirements for entering the United States using these modes, and the large number of such vessels that enter, may encourage the use of these means of transportation. In addition to serving as conveyances, containers and small craft also pose a dual threat as potential delivery platforms for attacks against economically important targets, including seaports and the commercial shipping environment. Due to easier public accessibility, other POEs, such as airports or land border

Photo: CBP Officers conduct a routine interview with a pilot of a small commercial aircraft.   15

Photo by Gerald Nino

crossings, cannot be dismissed as possible 'soft' targets. The significant number of casualties that could result from such an attack is cause for heightened security within all environments.

Threats to national security are not confined to the entry of terrorists and terrorist weapons. The illegal smuggling of drugs, monetary instruments, and aliens will also continue to be concerns. The agency is responsible for enforcing the laws and regulations of all federal agencies at the border. Illegal drugs have a significantly negative impact on the United States. The trafficking of harmful drugs leads to increased violence and criminal activity across our nation. The cyclical relationship between drug trafficking and money laundering is central to the success of drug traffickers. The revenue generated from illegal drugs funds more drug trafficking, creating an illegal and very profitable industry operating within and across our borders. In addition to the smuggling of illegal drugs and monetary instruments, preventing the entry of illegal aliens is critical to protecting our borders. The tactics used to carry out the attacks on 9/11 are similar to those used by numerous aliens who acquire fraudulent documents and attempt to enter the United States through POEs today, despite increased security measures. The economic impact of these individuals is growing as the population of illegal aliens living in the United States increases.

The dangers agricultural threats and agro-terrorism pose for POEs will be significant in the next five years. The importance of CBP's agricultural responsibility has increased as the introduction of agricultural diseases has gained exposure through public health concerns abroad such as Avian flu and mad cow disease. The introduction of an agricultural pest could have devastating effects on the nation's agriculture industry, significantly impacting the health of U.S. citizens, U.S. economy, and even the world's food supply.

Photo: CBP Beagle Brigade investigates arriving luggage for prohibited agricultural products or meats.

Identifying and addressing potential threats, vulnerabilities, and their consequences is critical to CBP's future. The use of advanced technology and human capital to analyze data, model scenarios, and align actions with assessed risk levels is central to CBP's proactive approach to operations. This analysis, performed recurrently, provides valuable information that contributes to threat assessments for each air, land, and sea POE. Working closely through the National Targeting Center and federal, state, local, and tribal law enforcement agencies, CBP must have access to actionable intelligence to blend with the ongoing operational information gained from its processes to build a comprehensive and accurate view of who and what is coming across the border at ports of entry. The use of risk management principles proactively addresses threats, minimizes vulnerabilities, and identifies consequences to maximize security at ports of entry.

Photo: Agriculture Specialists check fruit coming into the United States for pests. **17**

Photo by James Tourtellotte

Key External Factors

Over the next five years, CBP will continue to be affected by elements outside the organization's control and scope. The following external factors may impact the agency's operations and environment. To successfully protect U.S. borders, CBP must monitor and address these factors as appropriate.

U.S. Foreign Relations

America's relationships with foreign governments impact trade and travel. The security of people and goods moving across America's borders, regardless of country of origin, cannot be compromised. Governments that disagree with U.S. foreign policy can change patterns of travel and trade for their own national interests. America's relationships with its contiguous neighbors, Canada and Mexico, are vital to the success of the U.S. economy, as is the rapport with its trade partners outside North America. In working together to secure international trade and travel, the United States and its foreign counterparts foster a system of reciprocity.

International Commerce

Changing international commerce has affected the responsibilities of CBP. The U.S. trade deficit illustrates our national dependence on global trade. In late 2005, the nation's international deficit increased to $68.9 billion, with imports of goods, including industrial supplies, far exceeding U.S. exports[4]. International policies and globalization continue to increase the amount of cargo coming

4 Foreign Trade Division, U.S. Census Bureau

Photo: A CBP Officer looks at an X-ray of an entire truck for potential contraband.

into the United States. CBP's relationships with its partners in the commercial trade sector have strengthened through programs created to secure the global supply chain, including C-TPAT and CSI, and this momentum must continue to maintain security at ports of entry.

As the Internet continues to grow, online commerce increases the number of packages in the mail. As a result, international mail and courier services are dealing with more packages from an expanding number of places on a daily basis.

Industry Innovation and Technology

Due to the nature of CBP operations and responsibilities, CBP relies on developments within key industries. To effectively function in POEs, CBP must keep up with technology advancements in industries that affect CBP's operations. The agency must be involved in the early stages of decision-making within these industries to promote solutions for more efficient inspections. For example, new technology such as tracking devices for small pleasure boats are important for CBP, as the agency develops advance reporting processes for private boats. Communications technology in large freight ships can facilitate inspecting sea cargo carriers. The development of wireless technology and radio frequency identification (RFID) will guide the future of communications and tracking technology. In addition, the development of biometric identification will significantly impact CBP's processing of international passengers.

Partners and Stakeholders

To protect ourselves against those who want to stamp out liberty and freedom, and want to plunge the world into an ideology of intolerance, we have to operate through a new level of commitment and cooperation among members of the international community.

Michael Chertoff
Secretary, Department of Homeland Security

CBP works alongside numerous agencies and private sector entities within ports of entry. These partners are all involved in the daily operations, security, and decision-making at the ports, as well as the long-term planning. Having many partners involved creates an often-complex environment. Figure 4 gives a general representation of the key partners at each type of port. While variations exist on these partnering relationships at specific locations, the graphics reflect the challenge CBP faces in meeting its mission.
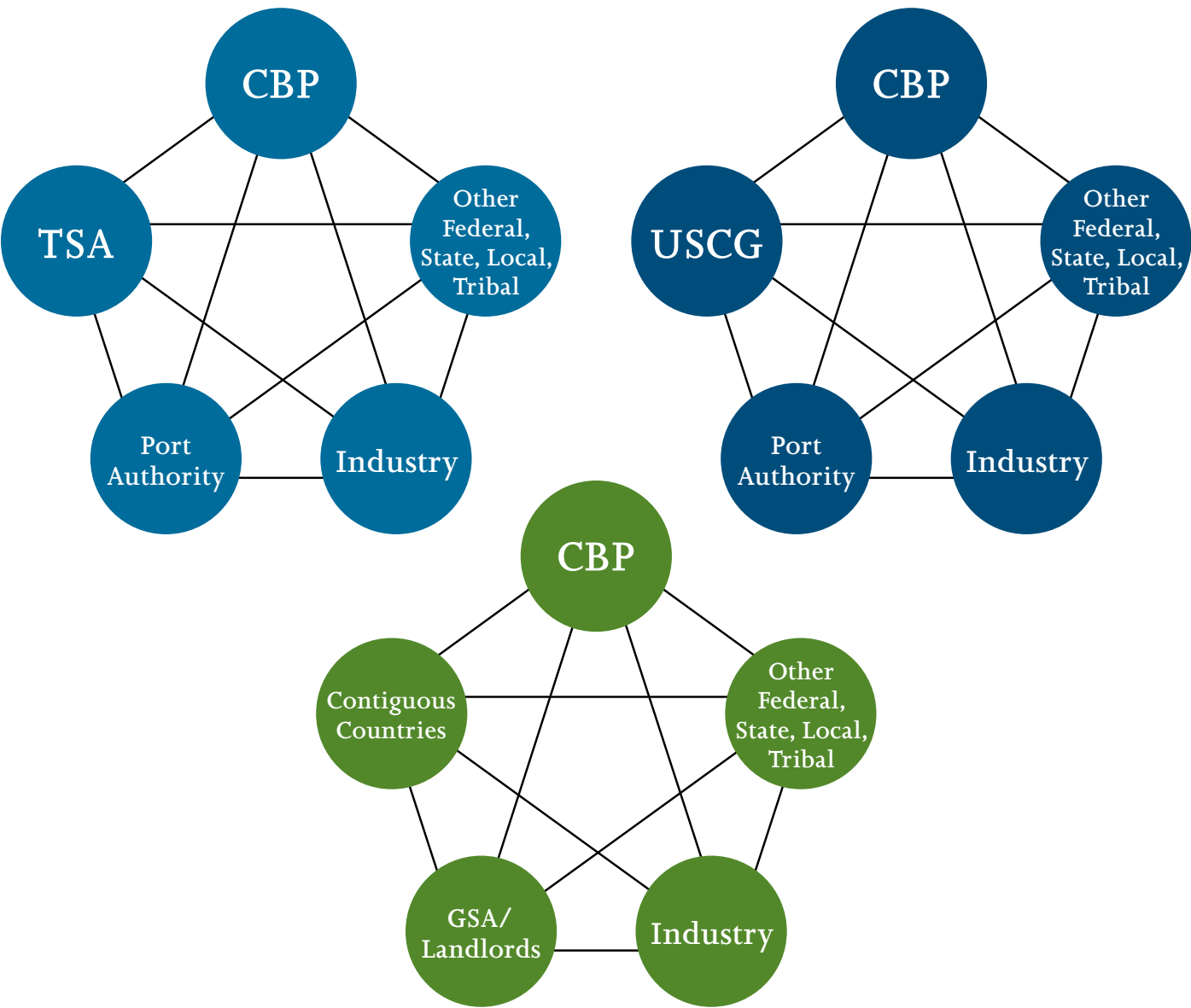
Figure 4 – Partners at the Ports

20

At the POEs, carriers, brokers, and importers comprise the industry presence, working to move people and goods through processing. Supply chain partnership programs increase collaboration between CBP and industry partners. CBP works with its federal, state, local, and tribal law enforcement partners to enforce the lawful flow of people and goods into and out of the United States. The General Services Administration (GSA), port authorities, municipal authorities, and private owners operate the physical POE and work with CBP to provide adequate infrastructure. In addition to these groups, CBP also coordinates with the U.S. Attorney's Office and local Joint Terrorism Task Forces (JTTFs) on a daily basis.

At times there are conflicting priorities that must be resolved. Issues such as ownership, access control, traffic flow and volume, and jurisdictional authority are often points of confusion and disagreement among partners and the impacted community. Continued cooperation among partners is essential to better secure POEs against the threat of terrorism.

This cooperation among partners is necessary to meet stakeholders' needs. The stakeholders for POEs include agencies, organizations, and external groups with specific expectations regarding the flow of people and goods through the ports of entry. The major POE stakeholders are represented in Figure 5.
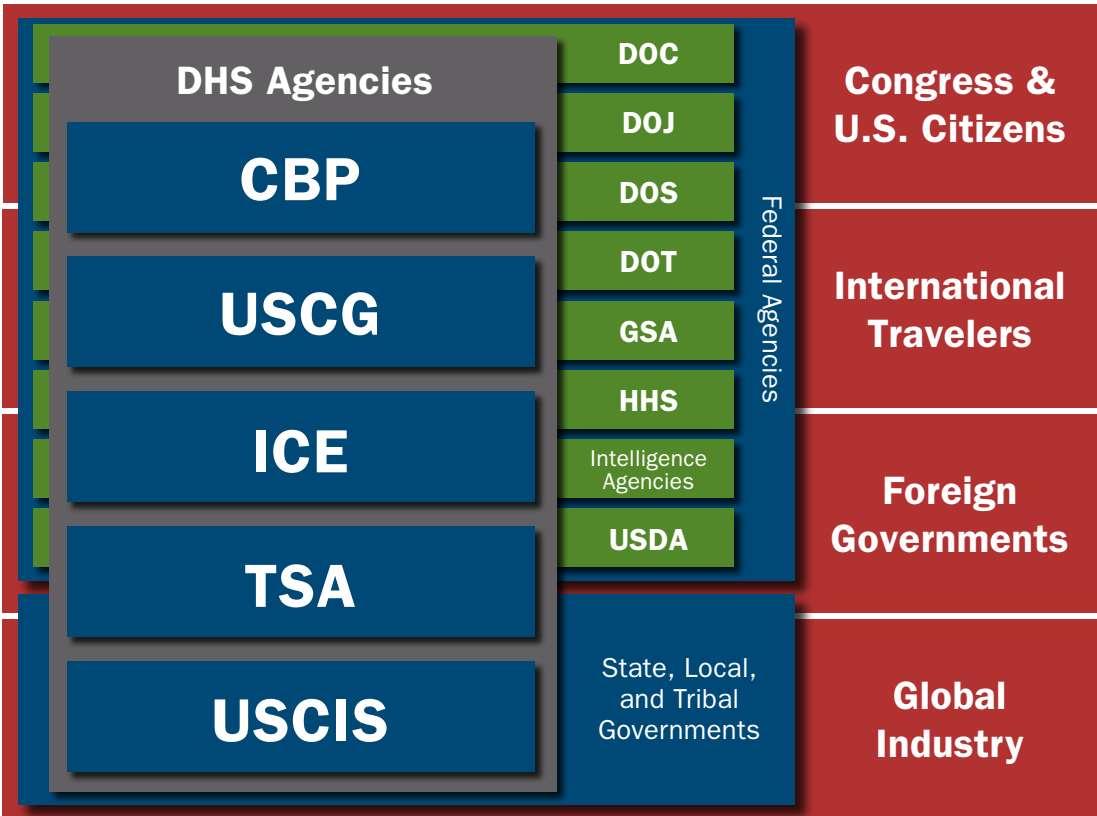

Figure 5 – POE Stakeholders

Department of Homeland Security (DHS)

CBP's peer agencies within DHS are major stakeholders with unique expectations of CBP at ports of entry. The Transportation Security Administration (TSA) in the air environment, U.S. Coast Guard (USCG) in the maritime environment, and Immigration and Customs Enforcement (ICE) and U.S. Citizenship and Immigration Services (USCIS) throughout all environments work with CBP towards the mutual goal of national security.

Federal Agencies

The Departments of State, Commerce, Justice, Transportation, Agriculture, Health and Human Services, and the General Services Administration are examples of some federal agency stakeholders. Effective communication between CBP and these stakeholders is imperative to successfully secure ports of entry.

State, Local and Tribal Governments

CBP's operations require collaboration with local authorities at ports of entry. State, local, and tribal governments have distinct expectations that affect POE operations. As a result, interaction between CBP and these stakeholders must be constructive and consistent.

Congress and U.S. Citizens

Our government, citizens, and legal immigrants are major CBP stakeholders. The American way of life relies on the flow of legitimate travel and trade as well as on effective security. The relationship between CBP within DHS and Congress is central to future operations, shaping the laws CBP enforces as well as providing funds to purchase technology, increase personnel, and expand operations.

International Travelers

CBP Officers are among the first people to welcome travelers to our nation, and the safety of international travelers is a top priority for the agency. Travelers expect their experience at U.S. POEs to be safe, prompt, and free of incident. CBP must clearly communicate requirements with international travelers.

Foreign Governments

Maintaining an effective process is not only beneficial to international travelers, but is also expected by the governments of foreign countries. CBP must take the concerns of foreign governments into consideration in processing their passengers and cargo, whether in the United States or through partnerships abroad.

Global Economy

International governments, companies, organizations, and financial institutions that make up the global economy have significant expectations of CBP's operations. The secure facilitation of trade is vital to the success and growth of the global marketplace. Detonation of a weapon of mass destruction or weapon of mass effect at a U.S. port of entry could cause a $1 trillion disruption to our economy. Securing the global supply chain is central to our domestic financial markets and the international economy.

Operational Vision

The operational vision for secure borders at the POEs is comprised of four elements. The successful combination of these elements creates POEs where only legitimate people and goods are allowed to enter the United States.

> ***Secure ports of entry where:***
>
> - ***Potential violators are deterred.***
>
> - ***Threats and inadmissible people, goods, and conveyances are intercepted.***
>
> - ***Legitimate trade and travel are facilitated.***
>
> - ***Operations and outcomes are consistent.***

Deterrence – Potential violators are reluctant to attempt to enter the country through the ports of entry. CBP POE operations are secure, well-executed, and unpredictable, so that potential violators believe they will be detected. Threats are identified and managed in advance of the border. Strong deterrence of many violators results in fewer violations needing to be intercepted at the POE. In conjunction with the Border Patrol's security between the POEs, potential violators are deterred from entering the country at any point.

Interception – Potential high-risk people and goods are detected and prevented. CBP receives advance notification of all cargo shipments, passenger arrivals, and personal and commercial vehicle arrivals. Officers know which specific segment of the impending international arrival is high-risk and will need a more detailed inspection. Through the use of risk management, excellence in targeting, officer skills, and effective processing, CBP detects violations and performs enforcement actions to prevent violations. Effective management of the risk assessment means CBP anticipates and proactively plans for potential threats, continually increasing its ability to deter and intercept.

Facilitation – Risk management is applied to ensure that known, low-risk people and goods are identified and moved quickly and securely through the POE. Trusted and registered travelers and shippers, and those with consistently low-risk crossing histories, generally have limited officer interaction; officer observations and random selection cause more advanced inspection. By facilitating lower-risk people and goods, CBP has the resources to inspect more higher and unknown risks, increasing the ability to intercept violators.

Consistency – Violators have an equal risk of detection and prevention regardless of mode of transportation or port of entry. Operations at POEs have a consistent look and feel in any environment (including small vessels, rail, mail, etc.). All inspections are equally rigorous in their passenger and cargo processing. Frequent travelers find comfort in the relative similarity of processing. CBP Officers can easily change roles, among or between ports and operating environments, causing national and local POE operations to be more flexible.

Photo by James Tourtellotte

Mission Statement

We are the guardians of our nation's borders.

We are America's frontline.

We safeguard the American homeland at and beyond our borders.

We protect the American public against terrorists and the instruments of terror.

We steadfastly enforce the laws of the United States while fostering our nation's economic security through lawful international trade and travel.

We serve the American public with vigilance, integrity, and professionalism.

CBP Mission Statement

U.S. Customs and Border Protection serves a critical mission articulated in a bold mission statement. The agency specifically addresses its role in protecting the homeland. CBP prioritizes the enforcement concerns of preventing terrorism while maintaining focus on more traditional missions.

Photo: This CBP Officer uses a high tech device to "peek" inside a drum for contraband.

The mission statement is a strong message to both CBP employees and external audiences about the organization and its fundamental principles.

> *Ports of entry are America's gateways. At POEs, CBP prevents entry of people and goods that are prohibited or threaten our citizens, infrastructure, resources, and food supply, while efficiently facilitating legitimate trade and travel.*

At the POEs, CBP embodies its mission. The supporting mission statement for securing the borders at POEs describes the importance of the ports as the place where CBP filters threats and violations out of lawful trade and travel.

Photo: An aerial view showing the expansiveness of seaport operations.

Photo by James Tourtellotte

Strategic Goals

Goals are high-level indicators of what the agency intends to accomplish. The objectives establish specific, measurable targets. Detailed strategies and actions serve as the mechanisms for achieving the goals and objectives, ultimately building the core capabilities.

This strategic plan presents five POE border security goals for the agency. Goals 1 through 5 focus on improving CBP's ability to accomplish its overall strategic mission of preventing terrorism at POEs and protecting America and its citizens, while facilitating legitimate trade and travel. Goal 5 addresses the unique enabling elements required at CBP to implement POE border security, including skilled staff and technical infrastructure.

Strategic Goals

Goal 1: Advance Knowledge

Goal 2: Effective Inspections

Goal 3: Focused Security

Goal 4: Secure Environment

Goal 5: Successful Implementation

Photo: A CBP Officer inspects cargo at a port of entry.

Advance Knowledge

Strategic Goal 1

CBP must determine whether to grant or prevent entry to all people, goods, and conveyances attempting to cross the border at a POE. Integral to making an effective determination is the ability to gather meaningful information to accurately assess potential threats. One of the greatest front-line challenges is a lack of detailed information about the person or goods attempting to cross the border, and the often real-time nature of the decision-making required. Expanding advance knowledge of incoming people and goods will enable CBP to more thoroughly assess risk level and detect potential threats earlier.

Objective 1.1

Increase scope and accuracy of information gathered on people, goods, and conveyances ahead of arrival at the border.

Complete, accurate, and timely information is critical to making the right decisions about people and goods, prior to and upon arrival at the border. While officers in certain environments currently receive thorough information early, in other environments, there is limited advance notice of arriving travelers. At the land border, the Western Hemisphere Travel Initiative (WHTI) will introduce the appropriate standardized documentation necessary to allow CBP to further secure and expedite legitimate travelers. In all environments and all cases, information must be more comprehensive and available earlier.

Strategies and actions:

- Develop an approach to increase the percentage of passengers and goods for which there is advance information, including expanding participation in domestic and international registered traveler and shipper programs, e.g. SENTRI, NEXUS, and C-TPAT.

- Augment advance data requirements to collect the most complete information possible.

- Maintain verifiably accurate information through data authentication and data quality efforts.

- Pursue earlier reporting of information where advance data is already available.

- Gather information and intelligence on both inbound and outbound traffic.

Photo by Gerald Nino

Objective 1.2

Implement a highly effective risk management process by performing advance analysis on collected information to identify potential threats prior to their arrival and to enable screening prioritization.

To stay ahead of threats and violators and allow for the most effective border processing, CBP needs to systematically analyze available data to determine the risk levels of incoming people and goods. CBP must continually reevaluate risk criteria. By reviewing both successes and weaknesses across the POEs, CBP will improve its targeting abilities.

Strategies and actions:

- Use existing and new intelligence, including frontline experience, to continually define and update the profiles of lower-risk and higher-risk travelers, goods, and conveyances.

- In coordination with the Office of Intelligence, develop and maintain comprehensive threat assessments at the national and local levels to evaluate existing and emerging threats.

- Develop and maintain a *National Targeting Strategy* for POEs to guide advance analysis, evaluate targeting rules, and measure targeting effectiveness.

- Vet registered and trusted travelers and shippers, recurrently checking them against new information and intelligence and auditing their eligibility.

- Identify higher-risk people and goods early, gathering appropriate data to provide for thorough screening.

Photo: CBP Officers clear employees of the cruise ship "Miracle" as it was used as a hotel for the Super Bowl.

- Develop communication means to disseminate, and collect feedback on, appropriate information, intelligence, and analysis results to field personnel.

Key Implications of Goal 1

For all environments, further partnerships and communication with Department of State (DOS), other governments, Congress, and existing programs will be needed to:

- Gather and maintain information on all types of travelers, including U.S. citizens, foreign nationals, and frequent travelers.

- Ensure consistency of data elements for use by partner organizations.

Also, additional focus will be needed to:

- Expand targeting of cargo.

- Determine the other threats CBP's targeting should address.

In airports, close collaboration with DOS, Department of Transportation, U.S. Postal Service, foreign governments, and industry will be required to:

- Collect biometrics before travelers board U.S.-bound planes to allow for analysis prior to arrival.

- Implement new policies regarding general aviation and mail/parcels.

Further partnerships with industry, U.S. Postal Service, and TSA will allow CBP to receive outbound information on people, goods, and international mail.

At land border crossings, further investment in existing programs, partnerships, and infrastructure will be needed to:

- Begin collecting biometric information.

- Expand trusted traveler programs to include commercial passengers.

- Standardize documentation for the Western Hemisphere Travel Initiative.

- Increase analysis of border crossing history data and use it to target people and conveyances.

For seaport environments, further investment in infrastructure and in existing partnerships, especially with USCG and industry, will be needed to:

- Document outbound information on crew.

- Expand outbound cargo data collection.

- Update the process to collect advance information for pleasure vessels.

- Implement technology to track vessels coming into seaports.

Effective Inspections

Strategic Goal 2

With the creation of CBP, OFO unified three previously distinct agencies' operations and shifted their focus to guarding against a new set of continually shifting threats. To maximize CBP's effectiveness at POEs, these operations have become a single, multi-faceted operation. Inspection efficiency directly affects CBP mission delivery, as shorter processing times for low-risk people and goods translate into more time to focus on higher risks. Continued success at POEs requires CBP to regularly modernize the inspection process, verifying that all people and goods are inspected appropriately.

Objective 2.1

Screen all people, goods, and conveyances crossing the border at the POE.

The screening process must consistently review every person and piece of cargo. No person or good will be exempt from screening, even those that are currently not subject to rigorous screening, such as land border travelers, pleasure vessels and their passengers, general aviation aircraft and passengers, and air cargo. Inspection standards must be consistent across environments, while integrating processing variations and random inspections understood by CBP, but not transparent to the observer. Verifying the clearance of each person or piece of cargo from the beginning of the process through to admission is critical, and meeting these requirements translates into expanding information collection and processing for some modes of travel.

Strategies and actions:

- Review, update, and enforce mandatory reporting requirements for all people, goods, and conveyances.

- Using appropriate databases, establish identity and electronically screen all individuals and goods before they enter the United States at a port of entry.

Objective 2.2

Maintain flexible, agile, and streamlined inspection processes.

Modernizing inspection procedures improves the examination process, producing successful results and deterring violators. Observational techniques, interviewing skills, and state-of-the-art technology can enhance an assessment or examination. Lower-risk travelers and shipments should undergo a less in-depth inspection than those of higher-risk. While the depth of examinations involves the use of defined risk management principles, the inspection of people or goods must also include the discretion of the CBP Officer.

Strategies and actions:

- Evaluate business processes and implement updated, consistent, risk-based inspection processes across POEs, including automating and reducing administrative tasks for officers.

- Enhance process flexibility and agility across POEs to address changing threat levels and the responses necessary to secure the POE.

- Prioritize responses to a potential threat according to assessed risk level, decreasing the time between detection and additional examinations.

- Evaluate effectiveness of existing practices for verifying trusted travelers' and shippers' ongoing compliance.

- Develop mechanism for knowing the location of higher-risk people and goods at all times within the inspection process.

Photo: Sophisticated X-ray equipment is used to detect contraband in packages and luggage. 31

- Build greater unpredictability into CBP's inspection process, minimizing transparency of CBP operations.

- Utilize the time when people, goods, and conveyances are waiting for official inspections to gather information.

- Develop and encourage use of observational techniques and technology, and advanced inter-viewing skills, by CBP Officers to strengthen the inspection process.

Objective 2.3

Improve recording and use of border crossing, inspection, and enforcement results.

Enhanced documentation of border crossings, inspection outcomes, and enforcement results provides CBP a critical intelligence and management resource. The information should be collected easily with minimal burden on the field officer and made available for analysis. This information serves as raw intelligence for security efforts and will improve CBP's ability to enforce penalties that non-compliant people and trade facilitators accrue. One important means of enforcement is through Fines, Penalties, and Forfeitures (FP&F) cases, which must be monitored and closed only when properly resolved.

Strategies and actions:

- Implement a system to easily and effectively document all border crossings, inspection, and enforcement results.

- Use border crossings, inspection, and enforcement results to feed ongoing threat analysis.

- Formalize protocol for sharing inspection results with appropriate internal and external partners.

- Increase focus on imposing meaningful enforcement actions.

Key Implications of Goal 2

In every environment, further investment in existing programs, partnerships, and infrastructure will be needed to:

- Expand the screening of people, goods, and conveyances.

- Leverage existing technology and intelligence to contribute to an overall knowledge management program.

In the air environment, strong communications with Congress and other decision-makers will allow CBP to support changes in regulations concerning the inspection of international packages and general aviation.

At the land border, further investment in existing programs, partnerships, and infrastructure will be needed to overhaul the inspection process to enable screening all passengers and pedestrians.

In the seaport environment, new policies governing the reporting process for small pleasure vessels will provide CBP with a comprehensive approach to document, inspect, and enforce all incoming vessels.

Focused Security

Strategic Goal 3

The nature of threats to the United States – and the means by which they can be introduced – is constantly changing. CBP needs to continually improve its effectiveness at assessing, detecting, predicting, and deterring threats. This requires an increased focus on security elements both within and outside the standard process. A flexible enforcement focus allows CBP to anticipate new threats and to establish the capability to respond quickly to new and emerging threats.

Objective 3.1

Increase situational awareness to improve border security at the ports of entry.

To improve CBP's ability to assess and detect threats, the agency must increase its personnel's knowledge of the environment in which they operate, from emerging global threats to specific events at their port. For operational control and situational awareness of the entire border, coordination with the Border Patrol is critical.

Strategies and actions:

- Increase relevant intelligence and operational information sharing with partners at POEs and with the Border Patrol.

- Establish standard communication channels for increased information sharing within and among ports of entry.

- Provide tools to build personnel's awareness of influencing factors and specific threats from the international level to the immediate environment at the port.

- Encourage personnel to use their training, skills, and experience to enhance the standard process with additional analysis when appropriate.

Photo by James Tourtellotte

Objective 3.2

Equip the ports with specialized enforcement capabilities to promote national resilience.

Each POE needs access to a mobile capability to respond immediately to high-level threats outside normal CBP operations, such as hostage situations, hazardous material accidents, or other threats that would require a specific highly trained response. CBP needs the ability to assume the role of first responders or critical support. Approaching enforcement and security proactively, rather than reactively, will enable CBP to enhance security at ports of entry. Ongoing, specialized training for available dedicated resources greatly enhances the security at ports of entry. These highly-trained, flexible teams will respond quickly to potential threats and other emergency situations, in most cases without disrupting the normal processing of people and goods.

Strategies and actions:

- Dedicate resources to specialized enforcement teams with a primary focus on enforcement, but officers will be trained to respond to any number of potentially threatening situations.

- Establish a national capability for responding to threats and emergencies at ports of entry.

- Develop a mobile enforcement plan for every field office identifying potential vulnerabilities, outlining CBP responses to those vulnerabilities, and formalizing protocols.

- Develop and implement locally customized continuity of operations plans to enable CBP to maintain security in emergency situations and to ensure a resilient, balanced recovery process.

Photo: To effectively search, a CBP Officer needs the right tool.

- Leverage specialized training and increase collaboration with other federal, state, and local law enforcement agencies to supply CBP Officers with skills to act in a mobile enforcement capacity.

Key Implications of Goal 3

In all environments, strong communications with partners and further investment in resources and infrastructure will be needed to:

- Establish standard communication channels for increased information sharing within and across ports of entry.

- Identify the additional full-time resources, training, and systems needed to focus on the enforcement capability.

- Develop a support structure for enforcement-focused resources.

- Refine the scope and priorities of Anti-Terrorism Contraband Enforcement Teams (A-TCET) and other dedicated enforcement response teams.

- Refine the use of daily musters.

Photo: CBP Officers receive information during a daily muster.

Secure Environment

Strategic Goal 4

Every port of entry is a physical location shaped by a number of complex environmental factors. Generally, the POE facilities are not owned by CBP and were designed pre-9/11 to meet the agencies' legacy missions. Yet the physical design plays a large role in CBP's day-to-day operations within the ports. Because of the significant number of CBP and DHS personnel, local and regional law enforcement, industry employees, travelers, and others moving through any given POE, protecting the environment from security breaches is a complicated challenge. Keeping travelers and goods in the prescribed process, and securing against unauthorized intrusions, enhances the overall integrity of the CBP inspection process.

Objective 4.1

Secure POE facilities enabling CBP to effectively perform its mission.

CBP cannot allow facilities limitations to put the security of the nation at risk. The agency must have the capability to control the spaces that house and directly affect CBP's role in international trade and travel. For example, there is significant overlap of CBP and non-CBP operations at the seaports. In some cases, there is little distinction or barrier between what is critical to CBP's mission and the rest of the port's operation. At POEs, CBP needs the capability to define, create, and maintain the facilities required to meet its mission.

Strategies and actions:

- Define the spaces and facilities at POEs that CBP needs authority over to meet its mission, including conducting assessments, inspections, and enforcement.

- Enhance internal and external partnerships and regulations to enable CBP to affect decision-making at the ports of entry.

- Develop and utilize a risk management approach to assess threats to the ports, manage planning, influence port standards development, and conduct port assessments, focused on security and access control needs.

Objective 4.2

Improve physical security controls at ports of entry.

Security and access control elements need to prevent unauthorized entry to or removal from the inspection process. Currently, inadequate physical security and access controls could allow some inspection processes at POEs to be compromised. Effective measures should limit access to those with demonstrated need and eligibility, and track their activities within the POE.

Strategies and actions:

- Develop, implement, and maintain physical security standards that prevent travelers and goods from illegally exiting the process.

- Implement processes enabling CBP to supervise people and track goods throughout the POE.

- Develop, implement, and maintain physical security standards that prevent unauthorized persons from accessing the process.

- In coordination with CBP's partners, standardize and implement a credentialing process at POEs that requires all authorized persons to meet and maintain specific standards.

Key Implications of Goal 4

Across all environments, further investment in existing programs, partnerships, and infrastructure will be needed to:

Photo: A CBP Officer's dog is training to locate narcotics at a port of entry.   37

Photo by James Tourtellotte

- Supervise passengers and track goods and conveyances within the POE environment.

- Deploy technology, including video surveillance, to monitor primary and secondary inspections.

In the air environment, enhanced partnerships, regulation changes, and increased resources will help to:

- Develop consistent authorization standards for access to international areas.

- Centralize examination sites for cargo inspections.

At the seaports, enhanced partnerships, regulation changes, and increased resources will help to:

- Require centralized examination sites for cargo inspections, where appropriate.

- Apply a credentialing system in coordination with CBP's partners.

Photo: Cargo arrives at a seaport by truck to be loaded onto outbound ships.

Successful Implementation

Strategic Goal 5

CBP's fifth POE border security goal focuses on enabling the organization to accomplish POE border security goals 1 through 5. This goal creates the organizational capacity to coordinate and manage initiatives across the agency, the Department, and other partner relationships; to build and maintain a highly effective workforce capable of implementing this plan's goals, objectives, and strategies and actions; and capitalize on emerging technologies to plan and manage a technology portfolio that directly supports the mission.

Objective 5.1

Expand and enhance information-sharing partnerships to improve intelligence development and field operations.

Partnerships are key to success in the ports of entry. Each of the previous goals has at least one strategy enabled directly by partnering with another agency or organization. Complete advance information, effective processing, and port security and enforcement are all greatly enhanced through dedicated and nurtured relationships with partners.

Strategies and actions:

- Work with industry to obtain additional and earlier information about travelers and goods intending to cross the border.

- Foster relationships with other law enforcement and intelligence agencies to improve data collection, accuracy, and the ability to share meaningful intelligence information.

- Further partnerships with foreign governments to increase advance knowledge and pre-screening abilities and to improve the total security of global travel and trade.

- Establish a clear port governance approach that provides CBP with the required authority, processes, and communication channels to sustain a secure environment in every port.

- Create consistent mechanisms to provide officers and specialists the performance and results feedback they need to conduct more effective analysis and inspections.

Objective 5.2

Maintain a workforce highly effective at carrying out CBP's POE border security mission and strategic goals.

Workforce management is integral to CBP's ability to achieve its POE security vision. CBP must approach role design, resource requirements development, staffing decisions, and performance management in a manner that enables employees to meet the mission and their career objectives.

Strategies and actions:

- Identify the key roles required to execute CBP's POE core capabilities, and determine how best to define and staff the job positions.

- Create a comprehensive picture of what the CBP workforce of the future looks like and what is required to be highly successful at carrying out border security at the ports.

- Build observational and interview skills of CBP Officers to enhance inspection and detection capabilities.

- Develop and implement a CBP OFO Human Capital strategy to build a high-performance work-force by defining approaches for:

  » recruitment.

  » training.

  » instilling integrity and professionalism.

  » resource allocation.

  » performance management.

  » development.

  » succession planning.

  » retention.

Objective 5.3

Capitalize on emerging technologies in order to plan and manage a cohesive technology portfolio that best supports analysis and decision-making by CBP personnel.

Strategic technology investment management improves the selection, control, and evaluation of current and proposed technology. At the POEs, CBP must focus on the tools that streamline the process and enable its officers.

Strategies and actions:

- Enable the frontline at POEs by:

  » Improving presentation of traveler and cargo data and analysis.

  » Reducing data capture activities and time.

  » Providing mobile tools for data capture, access, and analysis.

- » Designing and testing traveler and shipper self-service and remote tools.

- » Developing tools for information sharing, communicating, and analyzing.

- Enable inspections with database analysis capabilities for radiographic imaging scans, shipment and travel history, link analysis, and other key reference data.

Key Implications of Goal 5

At the POEs, additional resources, ongoing planning, and a strong communications plan for the future of the organization will enable:

- Enhanced partner buy-in and cooperation.

- Workforce alignment with the mission of CBP at the POEs.

- Technology that enhances the CBP Officer's abilities.

Photo: CBP Officer checking a container for hazardous material using advanced technology.   41

Core Capabilities

A central element of the operational vision is the primary set of abilities each port of entry must possess. These are the core organizational capabilities that each port must excel at each day. Each capability is enhanced by changes to and improvements in technology, human factors, processes, facilities, and partnerships. Additionally, CBP's ability to perform them is affected by headquarters and partner organizations. This plan's goals and objectives lay the framework for strengthening these capabilities at the ports. The eight core capabilities for each port are:

- **Identify**

- **Assess**

- **Inspect**

- **Detect**

- **Enforce**

- **Record**

- **Analyze**

- **Deter**

Identify

Identify people and goods approaching the ports of entry.

To assess risk, determine admissibility, or take law enforcement actions, CBP must know the real identity of incoming people and the true nature of the goods. To handle people and goods appropriately, specific details about who and what is approaching or arriving at a POE must be provided.

Assess

Assess the risk level of people and goods intending to cross through the ports of entry.

Determining a level of risk allows POE decision-makers and front-line officers to focus their attention on higher-risk targets. Personnel can use known information and high-risk indicators, such as travel history, manifest data, trend information, or specific threats, to assign a risk level to a person, a shipment, or a conveyance.

Inspect

Inspect all people and goods according to their assessed level of risk.

All people, goods, and conveyances should be consistently inspected at POEs, according to their assigned risk level. The inspection's level of detail is linked to the risk level. Less time and resources should be dedicated to examining lower risk travelers and goods to enable CBP's finite resources to focus on high-risk threats. Better tools, methods, and technology should be employed to increase the effectiveness and quality of inspection efforts.

Detect

Detect potential threats and inadmissible people and goods.

At the POEs, CBP inspections should detect dangerous goods and illegal individuals and initiate enforcement actions. CBP personnel must effectively blend their own observational techniques and interviewing abilities with situational awareness, international intelligence, and the use of technology to uncover security breaches and other violations.

Enforce

Enforce the law and take action against violators.

CBP's primary mission is to enforce the laws of the United States and to prevent threats from entering the country. To apply the laws, CBP personnel at the POEs must be trained and tested in the application of these laws, have the necessary tools and resources, and follow through with appropriate penalties and enforcement actions.

Record

Record events at the POEs, including findings and crossings.

The ability to retain and use information gathered is key to making good decisions at ports of entry. Each port must be able to record importation and travel histories, inspection results, and all information gathered from violations. Accurate documentation of POE transactions is particularly valuable to government and private sector partners.

Analyze

Analyze results, at a micro and macro level, to address emerging threats.

To improve operations at POEs, CBP must continually evaluate its activities from both a threat and performance perspective. By looking at threat data, enforcement actions, port performance, and the national and global security situation, CBP POEs can address potential vulnerabilities and stay ahead of emerging threats.

Deter

Deter potential violators from crossing or shipping goods through the ports of entry.

By continually improving the security and processes at the ports, CBP discourages potential violators from attempting to cross through them. As gaps are closed, more resources are available to focus on the remaining ones and constantly improve security and deterrence at the port.

Benefits of the Plan

CBP's strategy for *Securing America's Borders at Ports of Entry* will enhance and protect the American way of life for U.S. citizens and legal immigrants, trade partners, tourists, and the global economy. The improvements in border security and facilitation of trade and travel will significantly and tangibly enhance safety, reliability, and collaboration. Key benefits include:

Greater Security

The U.S. Government's ability to stop threats will be improved through this strategy's implementation. As a result, domestic and international confidence in CBP's ability to intercept threats will increase. The perception of a stronger U.S. port of entry will deter potential threats. Enabled with risk management principles, CBP's proactive approach to threats and vulnerabilities will make our country more secure and better prepared for potential terrorist attacks. Armed with more accurate and complete advance knowledge, CBP will have a more comprehensive awareness of who and what is entering the country, and will be able to contribute towards more intelligence development with its partner agencies.

Enhanced Facilitation

International trade and travel will increase as foreign travelers and companies see a safer U.S. POE protected from the threat of terrorism and illegal activity. An enhanced sense of security will develop through implementation of risk management principles and through the increase of NII technology and increased security protocols. Relationships with foreign governments will improve alongside efficient facilitation. The U.S. economy will benefit from stimulated tourism and trade industries.

Enriched Partnerships

Through increased collaboration with federal, state, local, and tribal agencies, the partnerships developed at POEs will provide opportunities for further cooperation. Increased interoperability will enhance CBP's future ability to share intelligence, resources, and technology with other agencies. The development of advanced CBP response teams can support other agencies in times of crisis, building a community outside agency lines.

A further discussion of benefits will be provided in the Implementation Roadmap to follow this document.

Cost of the Plan

The strategies and actions articulated in this plan for *Securing America's Borders at Ports of Entry* have an associated cost to implement. While all the strategies and actions should provide great benefit to securing the border, they can range in costs. Some strategies and actions will cost the agency a significant amount of financial and human resources, while others may have relatively little cost above the resources currently deployed to ports of entry. Additionally, some strategies and actions may lead to programs which multiple agencies may carry the burden of implementing.

In future phases of this effort, the individual strategies and actions will be grouped and prioritized into initiatives and programs for implementation. As part of these phases, the detailed costs of each initiative will be measured using both qualitative factors and quantitative measures. The qualitative factors will include items such as: adverse effects on public perception (including traveler/shipper attitudes), the relationships with foreign governments, political capital costs (i.e., the effort required to develop new or change existing legislation and statutes), and other harder-to-measure factors like a rise in the number of terrorists, drugs, and other inadmissible people or goods successfully getting through the ports. The quantitative cost measures will include items such as: cost to deploy, cost to operate and maintain, workforce requirements, changes in processing time, declines in trade or passenger volume, and other trade and tourism measures. As initiative costs are further developed, they may affect CBP's implementation timeline.

Performance Measures

CBP will use the performance measures included here as decision-making tools to help move the agency toward comprehensive border security, by achieving the twin goals of security and facilitation. CBP continues to evaluate and update the measures; a complete list of measures is contained in the Future Year Homeland Security Program (FYHSP) and the DHS and CBP Annual Performance Plans.

Securing America's Borders at Ports of Entry: Performance Measures

2007 ———————————————————————➤ 2011

Goals & Objectives	Measures	Type
Goal 1: Advance Knowledge		
1.1 Increase scope and accuracy of information gathered on people, goods, and conveyances ahead of arrival at the border.	• Percentage of people/goods conveyances providing advance information	• Rate/Efficiency
1.2 Implement a highly effective risk management process by performing advance analysis on collected information to identify potential threats prior to their arrival and to enable screening prioritization.	• Number of mitigating actions taken prior to arrival at a POE	• Outcome
Goal 2: Effective Inspections		
2.1 Screen all people, goods, and conveyances crossing the border at the POE.	• Percentage of people/goods/conveyances screened	• Rate/Efficiency
	• Security: Percentage of adverse actions	• Rate/Efficiency
2.2 Maintain flexible, agile and streamlined inspection processes.	• Facilitation: Average wait time	• Output
2.3 Improve recording and use of border crossing, inspection, and enforcement results.	• Percentage of secondary enforcement actions that have findings recorded in TECS	• Efficiency
Goal 3: Focused Security		
3.1 Increase situational awareness to improve border security at the ports of entry.	• Number of non-system-generated targets resulting in enforcement actions	• Outcome

3.2 Equip the ports with specialized enforcement capabilities to promote national resilience.	• Number of successful adverse actions resulting from specialized enforcement teams' work	• Outcome
Goal 4: Secure Environment		
4.1 Secure POE facilities enabling CBP to effectively perform its mission.	• Number of CASC Operations • Number of sensors in place • Number of cameras in place	• Outcome • Outcome • Outcome
4.2 Improve physical security controls at ports of entry.	• Percentage of decrease in port runners • Percentage of decrease in gate outs	• Efficiency • Efficiency
Goal 5: Successful Implementation		
5.1 Expand and enhance information-sharing partnerships to improve intelligence development and field operations.	• Number of Officers assigned to JTTFs and other joint activities, including liaison with other agencies at the NTC	• Outcome
5.2 Maintain a workforce highly effective at carrying out CBP's POE border security mission and strategic goals.	• Percentage of vacancies filled for core operational positions • Percentage of required training received • Retention Rate	• Efficiency • Outcome • Outcome
5.3 Capitalize on emerging technologies in order to plan and manage a cohesive technology portfolio that best supports analysis and decision-making by CBP personnel.	• Level of technology availability	• Output

Figure 6 – Performance Measures

Looking to the Future

Since the terrorist attacks of 9/11, CBP has been dedicated to a newly prioritized antiterrorism mission. In spite of the constraints of the POE environment and regulatory limitations, CBP has contributed significantly to the ongoing security of our nation. To continue to be successful, CBP must focus on areas where changes will most improve its ability to secure the borders. With continued focus on gaining operational control of the border, the POEs will remain an integral component of ongoing border security.

Forward Progress

CBP already has a number of successful programs and initiatives planned and underway to improve security of the people and goods traveling through ports of entry. Many of these efforts provide a strong start to achieving the vision laid out in this strategic plan. As the plan enters implementation, the agency will continue to evaluate projects whose continued deployment and/or expansion will contribute to enhancing the security of the ports of entry. The following initiatives provide examples of current and planned programs working toward enhanced security at POEs:

- **National Targeting Center II** – Deployment of the NTC II will expand cargo targeting, providing POEs with analysis similar to the targeting capability currently used for passengers.

- **Mobile TECS** – The development and deployment of mobile access to the Treasury Enforcement Communications System (TECS) and related mission-critical databases at certain land border locations has given CBP personnel the ability to screen and inspect people and vehicles in line and prior to their arrival at the inspection point. This technology will greatly benefit all land border locations and can be applied elsewhere within the POEs to increase security.

- **Automated Targeting System – Land (ATS-L)** – This innovative way of gathering advance information and targeting at the land border will continue to improve both officer and border security.

- **Trusted Traveler Programs, Global Enrollment System (GES) Integration** – The ongoing expansion and consolidation of these programs and systems will continue to improve and expand the advance knowledge CBP has of travelers.

- **Industry and Foreign Government Partnerships** – Continued expansion of programs such as CSI and C-TPAT will allow increased cargo screening and security well in advance of the border.

- **Western Hemisphere Travel Initiative/Secure Border Initiative/Immigration Advisory Program** – CBP's continued participation in developing cross-agency efforts for new programs to increase border security will help to create policy, protocol, and technology that benefits CBP mission-oriented goals.

- **Technology Survey** – Championed within OFO, this survey is evaluating the effectiveness and practicality of NII technology in use at the ports of entry. The findings will provide the organization with valuable insight into the best technology solutions for the organization.

- **Studies on Specific Vulnerabilities** – Recently, OFO leadership has assembled focus groups of POE leaders to evaluate specific vulnerabilities within POE operations and develop plans to address them (e.g., seaport security, pleasure vessels, port runners). These targeted sessions help the organization narrow its extremely complicated operations to focus on the priorities.

Key Success Factors

As this plan matures through its implementation phases, supplemented by the initiatives above, CBP will maintain a diligent focus on the key factors that will lead to continued success:

- **Program Ownership** – CBP will provide strong executive support and program leadership to guide this strategic plan throughout its life cycle.

- **Implementation Planning** – The agency will develop a prioritized, phased approach to executing the elements described in this plan according to their relative costs and benefits.

- **Communication** – A carefully thought-out communication plan will launch this strategy, and ongoing communications with both internal and external audiences will be proactively managed.

- **Change Management** – CBP will focus on evaluating and improving enterprise-wide performance and processes and managing the rollout of subsequent changes for maximum effectiveness.

- **Resource Allocation** – The agency will continue to reassess and seek to address its resource needs for the people, technology, and facilities required to effectively strengthen border security at ports of entry.

- **Legislative Support** – CBP will identify and actively request the statutory and legislative changes required to achieve this plan's vision for port security.

With these key success factors at the forefront of the agency's management of this strategic plan, CBP will be better positioned to protect the nation from the terrorists, terrorists' weapons, and other threats that seek to enter at U.S. ports of entry. CBP will continue to serve as the frontline guarding the gateways to American independence, freedom, and prosperity.

Appendix A: Methodology

Approach

The team used a four-phased approach to developing this strategy, shown in Figure A.1 below. Each phase builds on the information and insight gathered in the previous phase, culminating in this strategic plan.
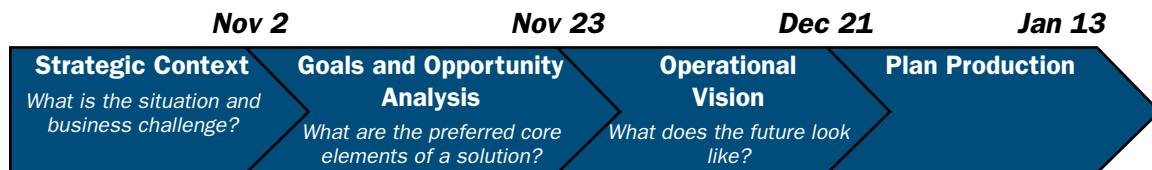
Nov 2	Nov 23	Dec 21	Jan 13
Strategic Context *What is the situation and business challenge?*	**Goals and Opportunity Analysis** *What are the preferred core elements of a solution?*	**Operational Vision** *What does the future look like?*	**Plan Production**

Figure A.1 – Strategy Development Approach

- **Phase I: Strategic Context** – The team focused on understanding the key business drivers and gathered data on key strategic and operational issues, ongoing CBP initiatives, and the aspirations and concerns of CBP executives. To collect data, the team visited ports of entry. The findings and analysis provided the groundwork for this plan.

- **Phase II: Goals and Opportunity Analysis** – During the second phase, the team facilitated discussions to identify and articulate the vision, mission, and goals. At the conclusion of this phase, the draft strategic plan was delivered and initial feedback requested from key CBP personnel.

- **Phase III: Operational Vision** – During this phase, the team focused on the future vision for air, land, and sea ports. By analyzing potential performance and process improvements, technology opportunities, and policy options, an operational vision for future POEs was developed. The team also analyzed the impact of making this vision a reality and evaluated existing CBP performance measures for the goals and objectives. In collaborative sessions with CBP subject matter experts, Directors of Field Operations (DFOs), and other executives, ideas were generated, vetted, and refined to align the final deliverable with the expectations and desires of OFO leadership and frontline employees.

- **Phase IV: Plan Production** – In the final phase, the team translated the findings from the working sessions into a cohesive strategic plan. The core team worked across CBP to review the plan, conducted outreach with key stakeholders before the plan was finalized, and developed a communication plan. At the conclusion of this phase, the plan will be rolled out to CBP and external audiences.

Strategic Framework

This strategy is organized in a framework driven by an operational vision that describes the end-state for secure borders at the ports of entry. To achieve this vision, the plan includes:

- A mission statement that defines the scope of responsibilities to stakeholders.

- Goals that reflect the high-level results of the organization's activities.

- Objectives that establish specific, measurable targets.

- Specific strategies and actions that serve as the mechanisms for achieving the goals and objectives.

- A fundamental set of core capabilities for each POE, representing the professional skills, assets, alliances, and procedures that each port must excel at daily to keep America safe.

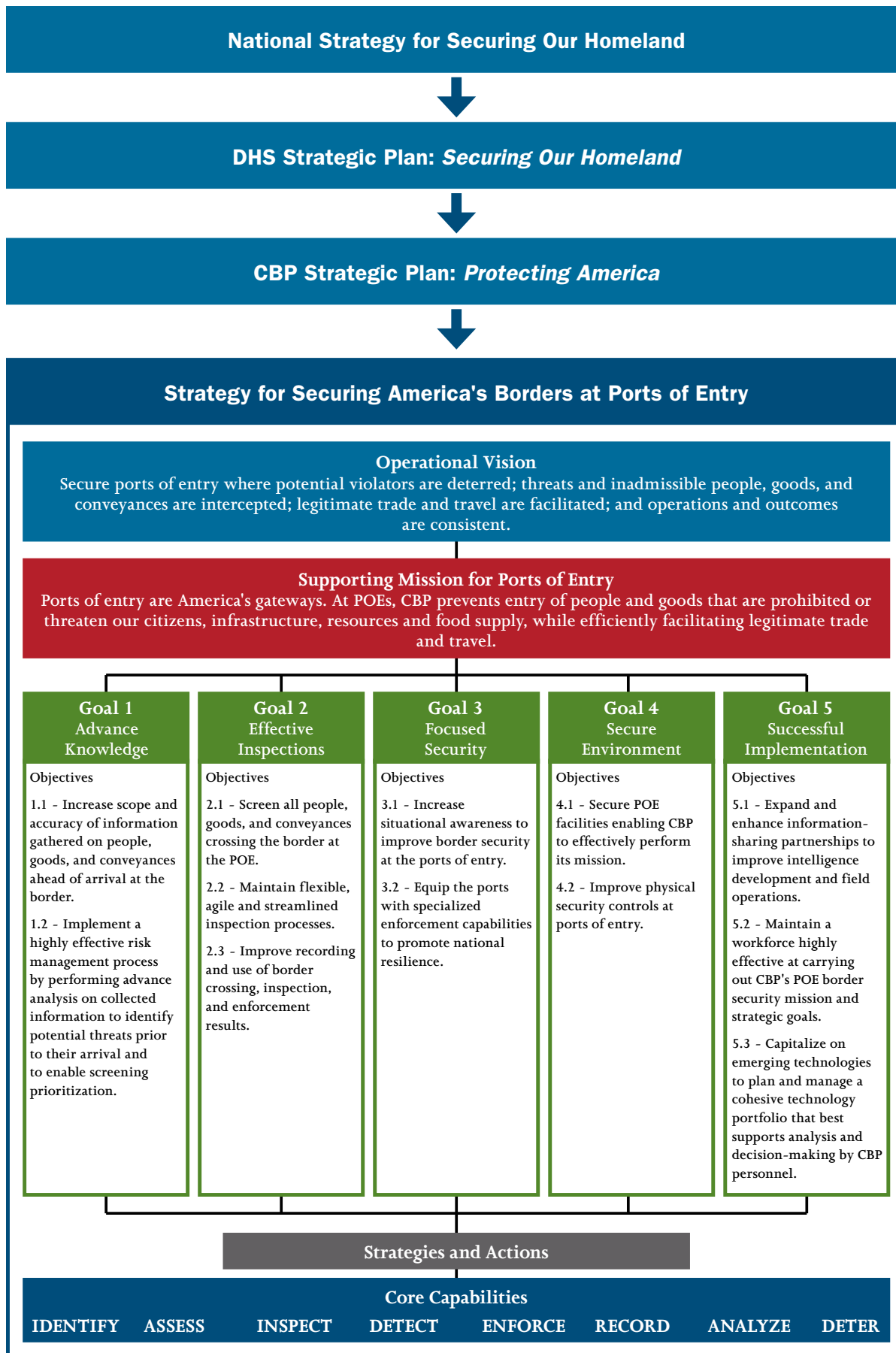The framework is shown in Figure A.2 on the next page.

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National Strategy for Securing Our Homeland

⬇

DHS Strategic Plan: *Securing Our Homeland*

⬇

CBP Strategic Plan: *Protecting America*

⬇

Strategy for Securing America's Borders at Ports of Entry

Operational Vision
Secure ports of entry where potential violators are deterred; threats and inadmissible people, goods, and conveyances are intercepted; legitimate trade and travel are facilitated; and operations and outcomes are consistent.

Supporting Mission for Ports of Entry
Ports of entry are America's gateways. At POEs, CBP prevents entry of people and goods that are prohibited or threaten our citizens, infrastructure, resources and food supply, while efficiently facilitating legitimate trade and travel.

Goal 1 Advance Knowledge	Goal 2 Effective Inspections	Goal 3 Focused Security	Goal 4 Secure Environment	Goal 5 Successful Implementation
Objectives	**Objectives**	**Objectives**	**Objectives**	**Objectives**
1.1 - Increase scope and accuracy of information gathered on people, goods, and conveyances ahead of arrival at the border.	2.1 - Screen all people, goods, and conveyances crossing the border at the POE.	3.1 - Increase situational awareness to improve border security at the ports of entry.	4.1 - Secure POE facilities enabling CBP to effectively perform its mission.	5.1 - Expand and enhance information-sharing partnerships to improve intelligence development and field operations.
1.2 - Implement a highly effective risk management process by performing advance analysis on collected information to identify potential threats prior to their arrival and to enable screening prioritization.	2.2 - Maintain flexible, agile and streamlined inspection processes. 2.3 - Improve recording and use of border crossing, inspection, and enforcement results.	3.2 - Equip the ports with specialized enforcement capabilities to promote national resilience.	4.2 - Improve physical security controls at ports of entry.	5.2 - Maintain a workforce highly effective at carrying out CBP's POE border security mission and strategic goals. 5.3 - Capitalize on emerging technologies to plan and manage a cohesive technology portfolio that best supports analysis and decision-making by CBP personnel.

Strategies and Actions

Core Capabilities

IDENTIFY   ASSESS   INSPECT   DETECT   ENFORCE   RECORD   ANALYZE   DETER

Figure A.2 – Strategic Plan Framework

Appendix B: Strategic Goals Crosswalk

This section contains a mapping of this strategic plan's goals and objectives to the goals and objectives of CBP. This plan maps specifically to CBP Goals 1, 3, 4, and 5.

OFO/CBP Strategic Goals Crosswalk	CBP Strategic Goals		
	CBP Goal 1: Preventing Terrorism at POEs		
OFO Strategic Goals	1.1: Improve the collection, use, and analysis and dissemination of intelligence to target, identify, and prevent potential terrorist weapons from entering the United States.	1.2: Improve identification and targeting of potential terrorists and terrorist weapons, through risk management and auto-mated advanced and enhanced information.	1.4: Push the nation's zone of security beyond physical U.S. borders through partnerships and extended border initiatives to deter and combat the threat of terrorism.
1 Advance Knowledge			
1.1: Increase scope and accuracy of the information gathered on people, goods, and conveyances ahead of arrival at the border	✖	✖	✖
1.2: Implement a highly effective risk management process by performing advance analysis on collected information to identify potential threats prior to their arrival and to enable screening prioritization	✖	✖	✖
2 Effective Inspections			
2.1: Screen all people, goods, and conveyances crossing the border at the POE		✖	
2.2: Maintain flexible, agile, and streamlined inspection processes			
2.3: Improve recording and use of border crossings, inspection, and enforcement results	✖		
3 Focused Security			
3.1: Increase situational awareness to improve border security at the ports of entry	✖	✖	✖
3.2: Equip the ports with specialized enforcement capabilities to promote national resilience			
4 Secure Environment			
4.1: Secure POE facilities enabling CBP to effectively perform its mission			
4.2: Improve physical security controls at ports of entry			
5 Successful Implementation			
5.1: Expand and enhance information-sharing partnerships to improve intelligence development and field operations	✖		✖
5.2: Maintain a workforce highly effective at carrying out CBP's POE border security mission and strategic goals			
5.3: Capitalize on emerging technologies in order to plan and manage a cohesive technology portfolio that best supports analysis and decision-making by CBP personnel	✖	✖	✖

OFO/CBP Strategic Goals Crosswalk

OFO Strategic Goals	CBP Goal 3: Unifying as One Border Agency			
	3.1: Create a shared law enforcement culture throughout the agency to secure the homeland.	**3.2**: Develop and implement policy, management, operations, infrastructure, and training initiatives to integrate frontline border enforcement personnel.	**3.3**: Establish a unified primary inspection process for passenger processing at all POEs into the United States and fully integrate analysis and targeting units.	**3.4**: Leverage the expertise, capabilities, and legal authorities of CBP Officers to establish anti-terrorism secondary inspections.
1 Advance Knowledge				
1.1: Increase scope and accuracy of the information gathered on people, goods, and conveyances ahead of arrival at the border				
1.2: Implement a highly effective risk management process by performing advance analysis on collected information to identify potential threats prior to their arrival and to enable screening prioritization			✖	
2 Effective Inspections				
2.1: Screen all people, goods, and conveyances crossing the border at the POE			✖	
2.2: Maintain flexible, agile, and streamlined inspection processes		✖	✖	✖
2.3: Improve recording and use of border crossings, inspection, and enforcement results			✖	
3 Focused Security				
3.1: Increase situational awareness to improve border security at the ports of entry			✖	✖
3.2: Equip the ports with specialized enforcement capabilities to promote national resilience	✖		✖	
4 Secure Environment				
4.1: Secure POE facilities enabling CBP to effectively perform its mission		✖		
4.2: Improve physical security controls at ports of entry		✖		
5 Successful Implementation				
5.1: Expand and enhance information-sharing partnerships to improve intelligence development and field operations	✖			
5.2: Maintain a workforce highly effective at carrying out CBP's POE border security mission and strategic goals	✖	✖	✖	
5.3: Capitalize on emerging technologies in order to plan and manage a cohesive technology portfolio that best supports analysis and decision-making by CBP personnel			✖	

CBP Strategic Goals

CBP Goal 4: Facilitating Legitimate Trade & Travel

OFO/CBP Strategic Goals Crosswalk

OFO Strategic Goals	4.1: Modernize automated import, export, and passenger processing systems to improve risk assessment and enforcement decision-making.	4.2: Utilize state-of-the-art technologies and processes to leverage resources and to conduct examinations of all potential high-risk cargo, conveyances, and passengers.	4.3: Promote industry and foreign government partnership programs.	4.4: Enforce all U.S. trade, immigration, drug, consumer protection, intellectual property, and agricultural laws and regulations at the borders.	4.5: Facilitate international trade and travel.
1 Advance Knowledge					
1.1: Increase scope and accuracy of the information gathered on people, goods, and conveyances ahead of arrival at the border	✖				✖
1.2: Implement a highly effective risk management process by performing advance analysis on collected information to identify potential threats prior to their arrival and to enable screening prioritization	✖				✖
2 Effective Inspections					
2.1: Screen all people, goods, and conveyances crossing the border at the POE	✖	✖		✖	
2.2: Maintain flexible, agile, and streamlined inspection processes	✖	✖			✖
2.3: Improve recording and use of border crossings, inspection, and enforcement results		✖			
3 Focused Security					
3.1: Increase situational awareness to improve border security at the ports of entry		✖			
3.2: Equip the ports with specialized enforcement capabilities to promote national resilience					
4 Secure Environment					
4.1: Secure POE facilities enabling CBP to effectively perform its mission		✖		✖	
4.2: Improve physical security controls at ports of entry					
5 Successful Implementation					
5.1: Expand and enhance information-sharing partnerships to improve intelligence development and field operations			✖		✖
5.2: Maintain a workforce highly effective at carrying out CBP's POE border security mission and strategic goals				✖	
5.3: Capitalize on emerging technologies in order to plan and manage a cohesive technology portfolio that best supports analysis and decision-making by CBP personnel	✖	✖			✖

OFO/CBP Strategic Goals Crosswalk

OFO Strategic Goals	CBP Goal 5: Protecting America and Its Citizens				
	5.1: Capitalize on the use of information and intelligence to identify and target the CBP enforcement response to drug trafficking, illegal immigration, and other illegal activities.	5.2: Deploy automation, systems, tools, and other technologies that can be used to pre-screen and identify smugglers and smuggled merchandise to increase interdiction and apprehension effectiveness.	5.3: Cooperate with other agencies, foreign governments, and industry partners to administer and enforce the laws of the United States.	5.4: Reduce the importation of all prohibited or illegal drugs and other materials that are harmful to the public or may damage the American economy.	5.5: Provide support to protect events and key assets of national interest, and mitigate the risks of terrorism and other threats to critical government operations.
1 Advance Knowledge					
1.1: Increase scope and accuracy of the information gathered on people, goods, and conveyances ahead of arrival at the border	✖	✖			
1.2: Implement a highly effective risk management process by performing advance analysis on collected information to identify potential threats prior to their arrival and to enable screening prioritization	✖	✖			
2 Effective Inspections					
2.1: Screen all people, goods, and conveyances crossing the border at the POE		✖		✖	
2.2: Maintain flexible, agile, and streamlined inspection processes					
2.3: Improve recording and use of border crossings, inspection, and enforcement results					
3 Focused Security					
3.1: Increase situational awareness to improve border security at the ports of entry	✖	✖			✖
3.2: Equip the ports with specialized enforcement capabilities to promote national resilience	✖	✖			✖
4 Secure Environment					
4.1: Secure POE facilities enabling CBP to effectively perform its mission			✖		
4.2: Improve physical security controls at ports of entry			✖		
5 Successful Implementation					
5.1: Expand and enhance information-sharing partnerships to improve intelligence development and field operations	✖		✖		✖
5.2: Maintain a workforce highly effective at carrying out CBP's POE border security mission and strategic goals					✖
5.3: Capitalize on emerging technologies in order to plan and manage a cohesive technology portfolio that best supports analysis and decision-making by CBP personnel		✖			✖